

NSC Review Complete as Redacted.

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17 September 1982

MEMORANDUM FOR: Deputy Director of Central Intelligence

FROM: 

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Director, Intelligence Community Staff

SUBJECT: First SIG(Space) Meeting 

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1. Background: The National Space Policy (NSDD-42) established a Senior Interdepartmental Group for Space, (Attachment 1). The first meeting of this group is scheduled for 4:00 pm on Monday, 20 September 1982 (See Attachment 2). Four major items are on the agenda.

- SIG (Space) Terms of Reference (Attachment 3)
- Space Launch Policy (Attachment 4)
- Manned Space Station (Attachment 5)
- Remote Sensing (Attachment 6)

A member of my staff and a representative of the NRO Staff have been attending Working Group meetings on this subject. The Terms of Reference and the three specific issue write-ups have been extensively discussed within the Working Group but do not represent a consensus. There are still major philosophical differences between the agencies and the NSC Staff on the extent to which the SIG(Space) should involve itself in programmatic issues and implementation of NSDD-42. Each of these issues is discussed individually in the following paragraphs.

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2. SIG(Space) Terms of Reference\*:

Summary: Establishes SIG(Space) as called for in NSDD-42 and an IG (Space) to address lower-level issues. The activities of the SIG(Space) are as stated in NSDD-42 except for the statement in paragraph 2a, "Periodically review the implementation of NSDD-42."

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Concerns: The statement in paragraph 2a on NSDD-42 implementation review, discussion at the working group meetings, and the three specific issue statements that have been developed show that the NSC Staff appears to want to establish the SIG(Space) as a coordinating and oversight body for the national space program. They apparently seek to use the SIG(Space) to address programmatic issues outside of the normal interagency processes.

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\* See Attachment 3.

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SUBJECT: First SIG(Space) Meeting

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Discussion: As you are aware, we actively participated in the development of NSDD-42 National Space Policy (Attachment 2), and strongly support its content. We feel, however, that the current SIG(Space) activity is not consistent with the intent of NSDD-42. It is our view that a discrepancy exists between the language in Section VII of NSDD-42 which establishes the SIG(Space) and the content of the TOR for SIG(Space) activities. This discrepancy is not accidental and has been an item of continued discussion in working group deliberations. The NSC memorandum of 11 September 1982 specifies that the SIG was established to implement the national policy and to identify and resolve issues. The implementation section of NSDD-42, which establishes the SIG(Space), states that "Normal interagency coordinating mechanisms will be employed to the maximum extent possible to implement the policies ...." The SIG(Space) was chartered "...to provide a forum to all Federal Agencies for their policy views, to review and advise on proposed changes to national space policy, and to provide for orderly and rapid referral of space policy issues to the President as necessary...." In essence we believe the intent of all participants was that the SIG(Space) mechanism should be an extraordinary process, not an ordinary process. The role the NSC appears to want to establish for the SIG(Space) is as a coordination and oversight body for the composite national space program -- a step we view as inappropriate.

We also note that the three proposed subjects to be addressed at the SIG(Space) meeting are already being addressed within the "normal" interagency process. The issue statements for two of these subjects call for efforts in support of FY84 budget decisions.

Agency Position: Almost all of the agency representatives voiced active opposition to earlier drafts tabled by the NSC Staff. These earlier drafts went much further than the current draft in giving the SIG(Space) a major responsibility for overseeing the implementation of space policy. The agency representatives have generally accepted the TOR but, for the most part, share our concerns.

Recommended Talking Points:

- NSDD-42 chartered the SIG(Space) as a policy forum, not a programmatic forum. We do not suggest that policy and programmatic are unrelated. We suggest that the SIG(Space) policy forum should resolve policy issues to allow programmatic decisions to be made.
- We do not need an additional layer of oversight or management review. We support the continued use of the normal interagency process to resolve most issues.
- The SIG(Space) is an extraordinary function to meet on special topics referred to it for resolution by the membership.

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SUBJECT: First SIG(Space) Meeting

3. Space Launch Policy\*:

Summary: Forms a working group to address broad policy issues relating to: (1) the increasing foreign space launch capabilities and competition, (2) U.S. commercial launch systems and operations, and (3) development and maintenance of a capability to satisfy U.S. Government current and projected requirements. Because of the importance of decisions pending in the FY 84 budget submissions, the critical elements of these policy questions will be addressed by November 1982.

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Concerns: DCI concerns focus primarily on capabilities required to support national security programs -- lift capability, new upper stages -- and the cost of the capability. These issues, currently addressed in ongoing interagency forums, are largely programmatic. It is not at all clear that the SIG(Space) effort, particularly one of very short duration aimed at FY84 decisions, will contribute to the proper resolution of these near-term issues.

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Discussion: We support the concept of trying to outline a US response to foreign launch competition, commercialization of selected government programs (e.g., LANDSAT) and private sector launch operations. Additionally, we believe a need exists to go beyond NSDD-42 language on making the Space Transportation System fully operational and cost-effective. Our concern is that NASA will attempt to use an existing NASA Space Launch Policy study which was produced during the National Space Policy development to force near-term budget decisions. The decisions we believe they wish to force are the purchase of a fifth orbiter in FY 1984, complete termination of the procurement of current boosters, and the initiation of a high energy upper stage. This study would be adequate to support such decisions.

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The intent to relate the issues, and the launch policy issue in particular, to the budget and programmatic process is clearly implied. Portions of the launch policy paper state that:

- The broad NSDD-42 policies must be examined in greater detail to identify various options for implementation.
- Because of the importance of decisions pending in the FY 1984 budget submissions, the critical elements of these policy questions will be addressed immediately.

We have consistently noted in the working groups that the SIG(Space) is a non-programmatic decision forum.

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Agency Position: NASA is expected to support this effort as proposed. DoD and OMB will probably share our concerns.

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\* See Attachment 4.

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SUBJECT: First SIG(Space) Meeting

Recommendations:

- Reaffirm the need to make the Space Transportation System fully operational and cost-effective in providing routine access to space.
- Note that the issue paper inappropriately highlights the FY 1984 budget decisions.
- Recommend that the effort be redirected toward a longer-term look at these issues and that reference to FY 1984 budget decisions be removed.

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4. Manned Space Station\*

Summary: Forms a working group to address broad policy issues related to the requirements for, economic impact, and national security and foreign policy implications of a manned space station. Working Group primarily monitors progress of ongoing NASA studies over a one-year period.

Concerns: The Working Group is chartered to "periodically review NASA's phased efforts and determine if answers will be derived to resolve significant policy issues." The Working Group activity on these policy issues is not defined at this time and is likely to be minimal. Furthermore, it is possible that elevating NASA initial space station studies to a national level interagency study effort will add unwarranted credibility to the NASA desire to rapidly pursue this program.

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Discussion: NASA is expected to push very hard to have this issue accepted and have it remanded to them for work. In the working group process, NASA stated that they intended to do normal Phase A,B,C program development (study phase, system concept, acquisition) and went so far as to suggest a SIG(Space) review of the NASA acquisition plan and gave procurement dates. Obviously the space station is a multi-year process and the SIG should not be used to circumvent the development phases or to sanction, on the national level, NASA program/budget submissions. The question is whether intelligence community interests are better served by placing the study in the SIG(Space) or relying on agency day to day interaction to insure all requirements are addressed. Further, does the elevation to the SIG(Space) prematurely make this a national issue?

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Agency Position: NASA is expected to strongly support this effort. No significant opposition is expected.

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\* See Attachment 5.

SUBJECT: First SIG(Space) Meeting

Recommendations:

- Note that the space station effort is a long-term multi-year effort.
- As such, it should be clear from the outset that the SIG(Space) working group is to keep all parties informed and to insure all national concerns are being addressed in on-going efforts.
- Remind participants that the fact of Intelligence Community interest in a space station is sensitive and is not to be discussed in unclassified documents or meetings.

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5. Remote Sensing\*:

Summary: Charters a SIG(Space) working group to monitor and coordinate ongoing activities relating to the policy implications of current and projected civil remote sensing satellite activities. Calls for policy recommendations impacting the FY84 budget in November, 1982 with completion scheduled for February 1983. (U)

Concerns: Short term concerns relate to FY84 budget decisions on the transfer of METSAT and LANDSAT to the private sector and the use of classified archival intelligence system data for civil/commercial applications. Longer term concerns relate to the potential for international abuse of civil remote sensing from space with potentially adverse national security implications for the US. (S)

Discussion: This is an issue that OSD and the Intelligence Community have agreed to examine together as a result of an initiative in the DoD Space Policy Study. You also recently approved an Intelligence Community effort intended to support the development of a preferred course of action relative to Japanese interests in remote sensing and reconnaissance from space (Attachment 7). Other agencies, Commerce and State, are conducting internal policy studies as well. The SIG(Space) issue paper appears to place the SIG(Space) Working Group in a coordination role for the activities. As long as this is not a directive role, we have no objections. However, there is a concern over the policy recommendations that are due in November to coincide with the FY 1984 budget process. Implied are decisions on the transfer of METSAT, LANDSAT and the use of classified archival intelligence system data for civil/commercial applications. We do not support the concept of the SIG(Space) being used as a method to drive programmatic decisions. If the intent is to resolve policy issues with program decisions to be made in other fora we do not object. (S)

Agency Position: DoD and State are believed to share our concerns.

\* See Attachment 6.

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SUBJECT: First SIG(Space) Meeting

Recommended Talking Points:

- That the SIG(Space) initial review of agency remote sensing studies be informational in nature and that the agency studies be used as the policy base to support other programmatic issues.
- The remote sensing issue should be decoupled from programatics.

6. Talking Points Proposed talking points are consolidated in Attachment 8. (U)

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## Attachments (8)

1. NSDD-42
2. Memo from William P. Clark, dtd 09/11/82
3. SIG(Space) Terms of Reference
4. Space Launch Policy
5. Manned Space Station
6. Remote Sensing
7. Japanese Interest in Remote Sensing Capability
8. Talking Points for Meeting

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Attachment 2

Executive Registry

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WASHINGTON

September 11, 1982

MEMORANDUM FOR THE DIRECTOR, OFFICE OF MANAGEMENT AND BUDGET  
 THE DIRECTOR OF CENTRAL INTELLIGENCE  
 THE DEPUTY SECRETARY OF STATE  
 THE DEPUTY SECRETARY OF DEFENSE  
 THE DEPUTY SECRETARY OF COMMERCE  
 THE CHAIRMAN, JOINT CHIEFS OF STAFF  
 THE DIRECTOR, ARMS CONTROL AND DISARMAMENT AGENCY  
 THE DIRECTOR, OFFICE OF SCIENCE AND TECHNOLOGY POLICY  
 THE ADMINISTRATOR, NATIONAL AERONAUTICS AND  
 SPACE ADMINISTRATION

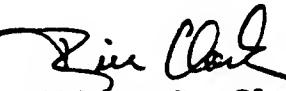
SUBJECT: First SIG(Space) Meeting (U)

REFERENCES: a. NSDD-42, National Space Policy, dated  
 July 4, 1982 (C)  
 b. NSC Memorandum, subj: Senior Interagency  
 Group for Space, dated July 21, 1982 (U)

The President's firm commitment to the U.S. Space Program is reflected in his National Space Policy (NSDD-42) promulgated on July 4, 1982. This document established a Senior Interagency Group for Space to implement his policy and to identify and resolve issues necessary to fulfill his major goal of maintaining U.S. leadership in space. (C)

The first meeting of the SIG(Space) will be held on September 20, 1982, from 4:00 p.m. to 5:00 p.m. in Room 305 of the Old Executive Office Building. The primary purpose of the meeting will be to review and approve the attached SIG(Space) Terms of Reference and initial set of issues developed by the working group chartered by reference b. By September 16, 1982, please notify Gilbert Rye at 395-5022 of the name of your representative and of any substantive difficulties with the attachments. (U)

FOR THE PRESIDENT:

  
 William P. Clark

Attachments : Tabs A,B,C,D

cc: The Vice President

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## SENIOR INTERAGENCY GROUP FOR SPACE (U)

Attachment 3TERMS OF REFERENCE (U)

1. The SIG(Space) is established by authority of National Security Decision Directive (NSDD) 42, National Space Policy, dated July 4, 1982, which outlines the purpose and composition of the Group. (C)

2. More specifically, the SIG(Space) will:

a. Periodically review the implementation of NSDD-42. Existing interagency coordinating mechanisms will be employed to the maximum extent possible. (U)

b. Provide a forum to all Federal agencies for their policy views. (U)

c. Review and advise on proposed changes to national space policy. (U)

d. Provide for orderly and rapid referral of space policy issues to the President for decisions as necessary. (U)

3. An Interagency Group (IG) for Space, chaired by the NSC, will be established to provide recommendations to the SIG(Space) and to address lower-level issues. IG(Space) membership will be at the Assistant Secretary level from the same agencies and offices represented on the SIG(Space). (U)

4. Working Groups will be formed to conduct studies and projects assigned by the SIG(Space). (U)

5. The SIG(Space) will meet as required. Agenda items (including potential new issues proposed by SIG members) and supporting documents will be forwarded to SIG(Space) members in advance of scheduled meetings. (U)

6. The NSC Staff will be responsible for recording and publishing minutes of meetings. (U)

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SPACE LAUNCH POLICY (U)

Attachment 4

ISSUE

Determine the future U.S. national space launch policy, especially with regard to (1) the increasing foreign space launch capabilities and competition, (2) U.S. commercial launch systems and operations, and (3) development and maintenance of a capability to satisfy U.S. Government current and projected requirements. (U)

DISCUSSION

Basic national space policy provided in NSDD-42 includes provisions for (1) maintenance of U.S. space leadership, (2) expansion of U.S. private-sector investment and involvement in civil space and space-related activities, (3) use of the STS as the primary launch system for the U.S., (4) first priority of the STS program being placed on making the system fully operational and cost-effective in providing routine access to space, and (5) retention of expendable launch vehicle operations until the capabilities of the STS are sufficient to meet needs and obligations. The practical application of these broad policies must be examined in greater detail to identify various options for their implementation so that more specific policies can be promulgated. (C)

More specifically, the following questions must be addressed:

(1) How does the U.S. most effectively maintain space leadership and respond to foreign space launch competition? Answering this question involves determining whether the U.S. Government should provide sufficient capabilities to satisfy domestic and foreign launch dates, to maintain a competitive cost advantage and fulfill other requirements. (U)

(2) Should the U.S. encourage commercialization of space launch capabilities? Is increased private-sector investment in the STS in the overall national interest? How does potential commercialization of ELVs conflict with the development of cost-effective STS operations? These questions must be addressed in order to determine how best to stimulate commercialization in a way that best serves U.S. national interests. (U)

(3) What are the characteristics and parameters that provide a workable definition of a fully operational and cost-effective STS that satisfy current and projected requirements? This definition is necessary in order to identify the point at which termination of expendable launch vehicle operations should be considered. (U)

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APPROACH

A SIG(Space) Working Group will be formed to examine this issue and answer the questions outlined above. Because of the importance of decisions pending in the FY 84 budget submissions, the critical elements of these policy questions will be addressed immediately during the next three months. At the conclusion of the review, the results and recommendations will be presented to the IG(Space) and, if necessary, the SIG(Space) for ratification. (U)

WORKING GROUP COMPOSITION

The Working Group will be led by joint NASA/DOD direction. The Director of Central Intelligence, Department of Commerce and others as desired will also provide representatives. (U)

MILESTONES

September 1982

- First meeting of Working Group to identify detailed scope of activities and assign individual tasks.

Sept - Nov 1982

- Working Group meet as required.

November 1982

- Brief IG(Space) and, if necessary, SIG(Space).

TBD

- Prepare final report.

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Attachment 5MANNED SPACE STATIONISSUE

What policy issues must be identified and resolved in order to establish the basis for an Administration decision on whether or not to proceed with development of a permanently-based, manned space station?

DISCUSSION

NASA has proposed that a permanently-based manned space station should be the next major civil space program for the U.S. The various policy issues surrounding such a program must be carefully examined because of the large multi-billion dollar investment required and because of the program's significant impact on space activities in the civil, national security and international sectors.

As with other major programs, NASA will use a phased project planning approach to the space station program. In general, Phase A of this approach is mission analysis and definition, Phase B is system definition, and Phases C & D are development and test and operation or evaluation, respectively. Following Phase A, and before Phase B, NASA will prepare a program description document. At this point, NASA would ask for an Administration commitment to the program. In order to adequately support such a commitment, a SIG(Space) Working Group will periodically review NASA's phased efforts and determine if answers will be derived to resolve significant policy issues, such as:

(1) How will a manned space station contribute to the maintenance of U.S. space leadership and to the other goals contained in our national space policy?

(2) How will a manned space station best fulfill national and international requirements versus other means of satisfying them?

(3) What are the national security and foreign policy implications of a manned space station?

(4) What is the overall economic and social impact of the program?

APPROACH

A SIG(Space) Working Group will be formed to address this issue. To the extent possible, the Working Group will look to NASA's phased efforts to provide input to resolving relevant

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policy issues. However, individual agencies and existing interagency mechanisms may also examine these issues under the overall coordination of the SIG(Space) Working Group. At the conclusion of the Working Group's review, the results and recommendations will be presented to the IG(Space) and, if necessary, the SIG(Space) for ratification.

#### WORKING GROUP COMPOSITION

The Working Group will be chaired by NASA with representation from DOD, DOC, DCI, DOS, and others as desired.

#### MILESTONES

September 1982	- Initial SIG(Space) Working Group Meeting.
Sept 82 - Nov 83	- Periodic Working Group meetings to review work status and identify and resolve issues as required.
November 1983	- Prepare report and brief IG(Space) and, if necessary, SIG(Space).

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Attachment 6

REMOTE SENSINGISSUE

Assess the policy implications of current and projected U.S. and foreign civil remote sensing satellite activities. (C)

DISCUSSION

The future development of domestic and foreign civil satellite systems to conduct remote sensing from space is of major concern to the United States. The Cabinet Council on Commerce and Trade, the Program Board on Civil Operational Land Remote Sensing from Space, and the Land Remote Sensing Satellite Advisory Committee of the Department of Commerce, are currently examining a number of important issues relating to operational remote sensing satellites. Domestically, the primary issue is to determine how to transfer operational civil land remote sensing by satellite and meteorological satellite systems to the U.S. private sector. The Cabinet Council on Commerce and Trade has also suggested exploration of possible internationalization of civil land remote sensing systems. (C)

There is a potential for international abuse of civil remote sensing from space. Not only future U.S. systems but also the developing systems of friendly nations (i.e., the ESA, Japan, France) could acquire and disseminate data of military and intelligence value to current or potential adversaries of the U.S. Therefore, the U.S. should monitor and evaluate foreign remote sensing developments. (S/NF)

French and Japanese officials have recently suggested that civil land remote sensing systems/program capabilities of Western countries be pooled in some way. France has asked her Economic Summit partners, including the U.S., to join in exploring this potential and Japan has suggested joint development of a combination marine remote sensing/surveillance satellite system. (U)

The availability of remote sensing data which is of potential significant military, intelligence, and economic value is also generating increasing pressure in the United Nations and elsewhere for some sort of international legal regime (including requirements of prior sensed state consent for dissemination of remote sensing data) which is at odds with current U.S. policy. There are also widespread demands for guaranteed continuity of and access to remote sensing data. U.S. participation in discussions on remote sensing is continuing within the United Nations Outer Space Committee and requires a clear U.S. policy. (C)

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In light of the above considerations and requirements, the significant influences upon U.S. policy development in civil remote sensing by satellite will come from the national security, foreign policy and commercial/economic communities. As a result of the recent DOD Space Policy Study, the Secretary of Defense directed the Under Secretary of Defense for Policy in concert with the intelligence community, to determine the specific national security implications of current and projected U.S. and foreign civil remote sensing capability activities. This study is to be completed by DOD and the Intelligence Community Staff in January 1983. (U)

The Land Remote Sensing Satellite Advisory Board is scheduled to submit its recommendations on the future of the U.S. Satellite Land Remote Sensing Program to the Secretary of Commerce in December 1982, and the Program Board on Civil Operational Land Remote Sensing from Space may be asked to submit recommendations of its own at the same time soon thereafter. (U)

The Department of State is initiating a study of the foreign policy implications of future domestic and foreign remote sensing by satellite. (U)

#### APPROACH

In view of current remote sensing evaluation efforts, steps should be taken to ensure the most careful and complete assessment of the implications of current and projected U.S. and foreign civil remote sensing satellite activities. The DOD/DCI study, the State study, and the Commerce chartered efforts outlined above should continue to be pursued, drawing upon normal interagency support as required. A SIG(Space) Working Group will be formed to monitor and coordinate these three activities and provide an overall set of policy recommendations for ratification. Because of the importance of decisions pending in the FY 84 budget submissions, at least some of the policy issues will be resolved by November 1982. (U)

#### WORKING GROUP COMPOSITION

The SIG(Space) Working Group will be chaired by DOS and will be composed of representatives from DOD, DCI, DOC, NASA, and others as desired. (U)

#### MILESTONES

September 1982

- First meeting of Working Group to receive initial briefings on individual agency study plans and coordinate scope of activities.

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November 1982

- Working Group convene to review results of the Commerce effort and the initial results from the DOD/DCI and State studies. Brief IG(Space) and SIG(Space) on policy recommendations impacting FY 84 budget submissions.

Sept 1982 - Jan 1983

- Working Group meet as required to review status of on-going efforts.

February 1983

- Prepare report and brief IG(Space) and, if necessary, SIG(Space).

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Attachment 8Talking Points for MeetingSIG(Space) Terms of Reference

- NSDD-42 chartered the SIG(Space) as a policy forum, not a programmatic forum. We do not suggest that policy and programmatic are unrelated. We suggest that the SIG(Space) policy forum should resolve policy issues to allow programmatic decisions to be made.
- We do not need an additional layer of oversight or management review. We support the continued use of the normal interagency process to resolve most issues.
- The SIG(Space) is an extraordinary function to meet on special topics referred to it for resolution by membership.

Space Launch Policy

- Reaffirm the need to make the Space Transportation System fully operational and cost-effective in providing routine access to space.
- Note that the issue paper inappropriately highlights the FY 1984 budget decisions.
- Recommend that the effort be redirected toward a longer-term look at these issues and that reference to FY 1984 budget decision be removed.

Manned Space Station

- Note that the space station effort is a long-term, multi-year effort.
- As such, it should be clear from the outset that the SIG(Space) Working Group is to keep all parties informed and to insure all national concerns are being addressed in on-going efforts.
- Remind participants that the fact of Intelligence Community interest in a space station is sensitive and is not to be discussed in unclassified documents or meetings.

Remote Sensing

- That the SIG(Space) initial review of agency remote sensing studies be informational in nature and that the agency studies be used as the policy base to support other programmatic issues.
- The remote sensing issue should be decoupled from programmatic issues.

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